Distr.
LIMITED

E/ECA/HUS/17
20 July 1985

Original: FRENCH
ENGLISH

UNITED NATIONS

ECONOMIC AND SOCIAL COUNCIL

ECONOMIC COMMISSION FOR AFRICA

Third Meeting of the ECA Joint Intergovernmental Regional Committee on Human Settlements and Environment

Addis Ababa, Ethiopia, 22-26 July 1985

LC/NAIROBI.

REPORT OF THE MEETING OF THE GROUP OF EXPERTS ON GUIDELINES AND INDICATORS FOR THE PREPARATION OF NATIONAL MODELS FOR INTEGRATED HUMAN SETTLEMENTS AND NATIONAL SOCIO-ECONOMIC PLANNING

ADDIS ABABA, 10-14 JUNE 1985

I. ORGANIZATION OF THE MEETING

Date and venue

1. The Group of Experts on Guidelines and Indicators for the Preparation of National Models for Integrated Human Settlements and National Socio-Economic Planning met in Addis Ababa, Ethiopia, from 10 to 14 June 1985.

Attendance

2. Experts from the following countries attended: Burkina Faso, Ivory Coast, France, Guinea, Madagascar, Senegal and Tunisia. A representative of the United Nations Centre for Human Settlements also attended the meeting.

Election of officers (agenda item 1)

3. The following officers were elected:

Chairman: Mrs. Majet Khantouche, Director-General of Land Development (Tunisia)

Rapporteur: Mr. Alioune Badiane, Chief, DFGPA, PNAT Project, State Secretariat for Decentralization (Senegal)

Opening of the Meeting (agenda item 2)

4. In his opening statement, the representative of the Executive Secretary of the Economic Commission for Africa (ECA) welcomed participants, saying that a sound human settlements policy should be a decisive factor in the improvement of living conditions for the general public.

5. He reminded the meeting of the stipulations in the Lagos Plan of Action regarding town and village planning and the decisions taken by the Joint Intergovernmental Regional Committee on Human Settlements and the Environment, calling on African States to devote the utmost attention to the development of their land resources and determine ways and means of facilitating land development in the context of economic planning.

6. Although action under the Lagos Plan had resulted in the introduction of structures which would help to improve living standards for the general public, it was none the less a fact that the general trend in human settlements, towards depopulation in the countryside as people moved to urban areas, declining agricultural output, hypertrophy in national capitals and decline in smaller centres and towns of medium size, had changed very little in recent decades.

7. The structure of human settlements in Africa revealed a growing polarization of economic life between the urban and rural sectors. There was no mutually advantageous network of production and exchange to permit the integrated development of the two sectors. Each African country accordingly needed to lay down a consistent and comprehensive human settlements policy as part of its national plans for economic and social development, and this would also add a spatial dimension to those plans. The aim of such a policy would be the introduction of an integrated economy guaranteeing uniform development, whose currents would reach into all geographical areas of the country.

8. He went on to outline the economic and social crisis in Africa and its repercussions on the growth of human settlements. Population growth was resulting in accelerated rural exodus, the tentacular development of towns and overpopulation in fertile rural areas which was threatening to aggravate the food crisis. The development of urban fabric required careful use of geographical areas to derive maximum benefit from the land available. The priorities in human settlements policy should be urban management and the development of infrastructure, public amenities and housing.

9. Concluding, he commented that the future of the African continent could not be in keeping with the goals of the Lagos Plan of Action unless the region devoted itself to a painstaking appraisal of the problems caused by structural and geographical imbalances in the human settlements sector. He hoped the meeting would be able to recommend specific action to address that problem.

Adoption of the agenda and programme of work (agenda item 3)

10. After some discussion the meeting, in view of the absence of certain experts, made changes to the proposed programme of work and adopted the following agenda:

1. Election of officers
2. Opening of the meeting
3. Adoption of the Agenda and Programme of Work
4. Subregional and regional strategies and programmes for the development of human settlements in Africa: Preparation and national application
5. Integrating land-development and national economic and social development plans: methods and techniques suitable for the African geo-economic context
6. Importance and role of rural human settlements in national plans for economic and social development
7. National human settlement planning methods and techniques in Africa
8. Presentations on Guinea's and Madagascar's experience relating to the subject of the meeting
9. Integrated planning of human settlements and national socio-economic development: guidelines and indicators for the preparation of national models
10. Other matters
11. Adoption of the report and closure of the meeting.

II. ACCOUNT OF PROCEEDINGS

Subregional and regional strategies and programmes for the development of human settlements in Africa: preparation and national application (agenda item 4)

(a) Introduction

11. Introducing this paper, Mr. Samson of the Bureau Central d'Etudes d'Outremer-Société d'ingénierie (BCEOM) in Paris, said there was a strong case in the second half of the twentieth century, as Africa was undergoing a demographic revolution accompanied by the largest migratory movements ever seen, for describing spatial planning within the context of long-term economic plans as a major item of concern to States.

12. It was already possible to get a rough idea of the population equilibrium level for Africa as a whole that could result from the demographic changes now in progress. It was more difficult, however, to predict and direct population distribution in different areas, to discover what prompted migration and to make arrangements for accommodating the new arrivals.

13. As he saw it, the problem was chiefly one of working out where people could be employed and at what. Jobs were the key to where people lived, particularly directly productive jobs since they not only produced the only 'saleable' wealth but were also multipliers of jobs (secondary employment at various levels). At the current stage of African development, productive rural jobs were the greatest multipliers of employment.

14. The way to positive action could therefore be opened if governments would agree to base their human settlements policies on cohesive economic regions, with due regard for their potential for productive activity and employment; to pursue stimulating rather than restrictive strategies; and to assign responsibility to local and regional communities, for they could have an appreciable effect on overall development only if they could engage in sound management and take initiatives at the local level.

(b) Discussion

15. A number of issues were raised after this introduction. Participants spoke on the notions of population growth, demographic change, final population and direct and indirect employment in the urban sector. A number of comments were also made on Mr. Samson's paper, which may be summarized as follows:

(i) It took a less than vigorous approach to the relation between the active population and migration;

(ii) Account needed to be taken of the African context and its underlying logic, expanding the concept of an economic region to encompass the physical implications of land development and work towards homogeneous regions;

(iii) Explanations were offered of why people migrated; this was said to be more a question of survival than of looking for jobs;

(iv) The effects of delay in land development vis-à-vis plans for economic and social development needed to be studied;

(v) Environmental problems and natural resources questions needed to be taken into account in economic development plans.

16. In reply to the questions raised, Mr. Samson elaborated on the notion of population growth and its relation to spatial planning. He also stressed that institutional structures were not always consistent with the logic of development. He likewise commented that "vertical" administration was hardly helpful in reducing regional differences.

Integrating land-development and national economic and social development plans: methods and techniques suitable for the African geo-economic context (agenda item 5)

(a) Introduction

17. Introducing his paper, Mr. Alioune Badiane (Senegal) emphasized that the subject he had chosen was a complicated one for a number of reasons, including the imperfect understanding of the concepts of economic and social planning and of land development; the physical and time scales used in both designing and executing plans; and the targets set, meaning the national planning document and national economic and social development plans.

18. Attempts to introduce some consistency into or integrate the two types of plan were made more difficult by the fact that newly independent African States faced thorny problems. In the case of economic and social development plans they had to define a macro-economic setting and lacked reliable statistics; in the case of land development, they had to decide exactly what was wanted and clarify the concept, but had insufficient knowledge of their resources, potential and major constraints, and were short of political backing.

19. The national planning document should provide the framework and direction for national economic and social development plans, and should accordingly extend over 20 to 25 years. It provided an overall framework for guidance and combined efforts to improve the way people related to their environment and the resources in their areas. In their most obvious forms such relations were chiefly economic.

20. Land development had long been regarded as a vital tool for use in the pursuit of social equity and better-balanced development, but it should no longer be confined to corrective action. It had an important role to play in the mobilization of unequally distributed resources to promote optimum growth and the balanced development of different regions and different sectors of the population. That was not to imply, however, that the national planning document should supplant national plans for economic and social development.

21. Land development offered the chance to define a consistent scenario allowing for the resources and constraints which alone could bring about a social and physical redistribution of the fruits of growth. Efforts to evolve a long-term outline for economic and social development suggested three types of policy that should apply to land development:

(i) Developing the land in the service of growth;

(ii) Developing the land to reduce regional disparities;

(iii) Developing the land so as to make rational use of resources, with voluntary development of physical space.

22. Clearly, any effective economic and social planning policy must rely on sound knowledge of the physical and human resources available and the way in which they were being used. This meant that the demographic factor (population growth and distribution) had to be taken into account, together with the decisive role of integrated natural resources management in the development planning process. As it provided the means to control such information, land development could play its assigned part in cohesive, integrated socio-economic and spatial planning.

23. Taking Senegal as an example, he said that the national planning document was drawn up in two stages: first an appraisal of the situation, then actual drafting. The first phase, which had just come to an end with the publication of the outline, fell into four steps: identifying and assembling information; analysis; diagnosis; and linning out the outline.

24. Land development encompassed physical follow-up activities such as monitoring population concentrations and efforts to make sensible use of space and protect the environment; socio-economic planning, on the other hand, should include monitoring of project or programme execution, the establishment performance indicators and the verification of economic performance.

25. Combined activities of the two sorts should make it possible to optimise the socio-economic development potential of each region in the light of its natural propeensities, potential and constraints.

26. The cohesiveness, economic effectiveness, socio-political acceptability and suitability of plans would depend on the ability of the institutions concerned to establish a framework for co-operation within a medium- and long-term scenario, which was the only way to ensure that their activities were efficient and compatible.

(d) Discussion

27. Participants had the opportunity to make contributions on this topic in the discussion that followed. The ressources employed in land development plans, the lack of project-monitoring structures, the shortage of technical skills, the absence of the political will to reassert the importance of land development, and how to control foreign technical assistance earmarked for land-management issues where the main points raised. It was suggested that land development studies and projects should be carried out in close collaboration with the general public so as to make better provision for their needs.

Importance and role of rural human settlements in national plans for economic and social development (agenda item 6)

(a) Introduction

28. This item was introduced by Mr. Fall (Senegal) who, before embarking on the substance of his topic, made two general comments. The first related to the economic history of Africa, which had been marked by the creation of micro-States from previously fairly homogeneous wholes. As a result, the development models drawn up as African States became independent were coloured by political orientations which had divided Africa into two groups.

29. From the purely economic point of view, however, the distinction was merely formal and both groups had used their own resources in the pursuit of growth. Unfortunately, the economic systems they had established and deteriorating terms of trade had prevented them from reaching their objectives and they had been unable to create import substitution industries. The gap had been filled by asking for aid and assistance, and this had led Africa into a crisis whose repercussions now affected all sectors, human settlements included. In spite of Africa's dependence on the developed countries, the gulf between the two was constantly growing. That dependence could now be seen as the reason for the failure of all African economic and social structures concerned with human settlements.

30. His second comment related to the purely historical context in which human settlements in Africa had grown up. It was important to notice the absence of objective functions due to deliberate choices by the colonists. The colonial towns had satisfied the military and also the economic and commercial requirements of the day, but had been intended to meet the needs of the metropolis. At independence some slight progress had been made, but most human settlements had been of only slight standing if any.

31. Different countries had then evolved different strategies. Senegal, which in addition to a dozen large cities with between 50 and 100,000 inhabitants had an extensive network of secondary towns and rural agglomerations, had for decades been faced with serious imbalances, the prolongation of what Van Chi Boumardel called "The serviceable and the peripheral Senegal", with grave consequences in both rural and urban areas.

32. To be rid of this problem Senegal had tried to introduce a decentralized (sectoral and regional) planning system and in 1972 had adopted a spatial policy including territorial reform. Despite these measures, the rural human settlements where most Senegalese lived remained a source of concern. In 1961, 77 per cent of the total population had lived in agglomerations of less than 10,000 inhabitants; in 1971 the proportion had fallen to 70 per cent, and in 1980 was no higher than 32 per cent. This was due to a number of factors, including efforts to procure rapid growth which tended to relegate the spatial and social dimension to the sidelines; the inappropriateness of development models; and finally, fresh thinking on the subject which was resulting in limits on the development of rural human settlements.

(b) Discussion

33. Mr. Fall's presentation stimulated many questions, principally on project funding by international bodies whose new approach to human settlements seemed to be to develop the primary city, to the detriment of the rest of the country, until the growth attained an absolute value that could be injected into the countryside. Under present circumstances, however, scattering the little growth that only the primary cities were producing was out of the question. Participants felt that such an approach was dangerous in that it disparaged the past efforts by the rural areas which had made the development of primary cities possible. It was good to support the primary city, but the city's position vis-à-vis rural areas also needed to be reconsidered. International financiers did not regard such dispersion of funds as desirable in present circumstances. This showed a disregard for the countryside which, in the case of Senegal, some development structures had impoverished. In going to the aid of the primary city, people were rejecting

the countryside. The officials responsible must reconsider their chosen course, which was likely to prolong existing imbalances.

34. Other participants offered definitions of rural human settlements. According to the first, rural human settlements were settlements with few inhabitants that played no political or administrative role, with a very limited sphere of impact (2 kms) and, devoted essentially to primary activities. A second definition proposed was that rural human settlements should provide a decent setting and proper facilities and communications so as to keep people where they were to take part in agricultural activities.

35. Mr. Fall made it plain that he had deliberately omitted to give a precise definition since the existing definitions, which depended on a single criterion or function, were generally inadequate. He had therefore decided to list functions and roles and leave it to the experts to consider whether a definition was desirable. The participants finally chose to confine themselves to analysing the concept involved.

36. At the close of the discussion, Mr. Fall suggested laying emphasis, as part of the efforts to revitalise rural human settlements, on agricultural development, calling on people to produce; increasing the saleability of their produce; setting up local planning bodies; and accenting communications problems. That, he said, would permit the introduction of decentralization and deconcentration policies that could help the development of rural human settlements.

37. Finally, emphasis was placed on the need to make due provision for the farming sector in national accounting, and it was commented that African national accounts assigned too many costs to agriculture.

National methods and techniques for the planning of human settlement in Africa: Burkina Faso's experience (agenda item 7)

(a) Introduction

38. Introducing this paper, Mr. Guiebo said that after the revolution of 4 August 1983, Burkina Faso was now engaged in an original experiment in the planning of human settlements.

39. The experiment was based on three principles:

(i) Beginning with the broad masses in the design, execution and monitoring of programmes for developing human and rural settlements,

(ii) Bringing about a change in attitudes to the concept of human settlements to bring them into line with the socio-economic and political circumstances of Burkina Faso

(iii) Setting up an autonomous funding mechanism that could not only fund the development of urban and rural settlements but also create a rolling fund so that similar operations could be repeated in other areas.

40. The principles had been based on the following observations:

(i) Most of the regimes that had held power in Burkina Faso before the revolution had been unable to apply the measures and decisions they had taken, having never relied on the initiative and creative spirit of the people;

(ii) Human settlements programmes normally required external funding that was hard to obtain and costly, and hence they did not in most cases reach their target populations.

41. The Government of Burkina Faso had launched the popular development programme, a set of sectoral investment programmes at the provincial and national level which was intended to improve material living conditions for the people in the spheres of food, water, health, housing and education.

42. In this specific sphere of housing, energetic measures had been taken to cope with the problem of housing facilities and infrastructure. Participants should know that Burkina Faso was a country with a population of almost 7 million, living off a backward rural economy which employed more than 90 per cent of them but could not make the country self sufficient. The result was heavy population movement towards the cities, particularly the capital where more than 45 per cent of the urban population was concentrated. The lack of housing and land suitable for building had prompted the migrants to settle haphazardly in the area around the city, where they lived in often lamentable conditions.

43. Accordingly, the Government had decided to introduce reasonable rents, to carry out large-scale mass-plot-development schemes in the squatter areas, to promote the construction of public housing on a large scale and to introduce an independent financing mechanism to provide funds for human settlements. These steps, based on

the three principles referred to earlier, had been accompanied by the creation of political and technical structures (Comité de défense de la revolution and Comité de coordination du programme populaire de développement) to monitor and control the execution of the programme.

44. All these activities had been carried out with popular participation at all levels. The results during the second quarter of 1985 had been: construction of 500 units of public housing by the people themselves within a year, using local materials whose exploitation was encouraged; the construction of 500 units of public housing (out of a planned 1,150) by a State building society using local materials and local technical skills (sub-contractors); the establishment, using progressive development methods, of almost 20,000 lots (out of 60,000 planned) and creation of a democratic structure for allocating them the construction of amenities (schools, dispensaries etc.) by the people themselves, and the finalization of a system by which the purchase of housing plots depended on household income. The designated holder of a plot made a down payment of only 25,000 CFA francs over a period of three to four months, with the balance (the price per square meter was fixed at 300 CFA francs) payable over a period of three to five years; the down payments were used to set up a rolling fund to finance urban development operations. Almost 200 million CFA francs had been mobilized for that purpose.

45. Despite the absence of a nation-wide plan for land development, the programmes were all being carried out within the consistent framework of a startegic development scheme.

46. Concluding, Mr. Guiebo stressed that all planning served the interest of a class policy; human settlements planning in Burkina Faso was for the benefit of the people and relied principally on the initiative and effective mobilization of the population at large. Experience with the popular development programme clearly showed that the National Revolutionary Council was on the right track. The three principles thus laid down should therefore be taken into consideration in the planning of the human settlements.

(b) Discussion

47. In view of its originality, Mr. Guiebo's presentation prompted a great many questions seeking to find parallels between Burkina Faso's experience and that of other African countries. The first questions related to the notion of land ownership; the State is leasing of housing free of charge, the facilities provided on lots sold at 25,000 CFA francs; tenant status; the land register situation; and the problem of regional land development.

48. The representative of Guinea described his country's experience, which was similar to that of Burkina Faso. Despite the existence of political will, however, account had to be taken not only of the capacity of the broad masses and of the technicians but also of the ability of the reactionary classes whose interests were opposed to those of the public at large to abstruct progress, and of external demobilizing influences.

49. Other participants spoke of their countries' experiences with housing, the existence of city master plans, the training of human settlements technicians (city planners, developers, geometers and others), the details of construction

operations (housing stocks, building societies), land speculation and their experience with unserviced plots. Another series of questions related to urban management by the public authorities, rates of growth and population displacement.

50. In reply to all these questions Mr. Guiebo remarked that ordinance 84 050 CNR governed the way land and land ownership were organized. The State had assigned to the Committee for the Defence of the Revolution responsibility for all land measures. Land ownership deeds had been abolished and replaced by titles to "enjoyment", housing was being made available free of charge only for a transitional period of one year, to give the State time to discover the identity of the real property owners. Foreigners and bodies corporate would continue to pay but the money would be turned over to the State for use in financing productive projects. The facilities provided on lots were extremely scanty in view of the price asked (25,000 CFA francs) but making the plots more liable-on was expected to be a gradual process with active public participation. A title to "enjoyment" could be sold once the plot had been developed, but could not be transferred before building had taken place; long ground leases applied only to land for commercial and industrial use. The land register was still fairly sketchy but a project currently under consideration was expected to provide a means of dealing with the problems in Ouagadougou and Bobo-Dioulasso. He agreed with the remarks made by the representative of Guinea but pointed out that the future of the revolution was a matter of concern to the revolutionaries and the Burkinabè people and that for the moment the broad masses supported the established policy of urban growth and development. The rural environment was not a priority at the moment since they were not too many problems in the countryside. Emphasis in the country was being laid on the exploitation of land and livestock production. As for city master plans, the plan for Ouagadougou had already been drawn up by a Dutch research bureau and Burkinabè nationals; two secondary centres a year would also be provided with strategic development outlines. Burkina had experimented with a serviced-site policy but found it too expensive (250,000 CFA francs per plot) to be developed. A working group was continuing with the preparation of the lands register and a computerized file was being established. As regards technical training, the country had no school for training town planners. In addition to university graduates trained in Europe, technicians such as geometers were trained at Dakar (ENSUT), and town planners in Togo (EAMAU). Finally, the People's Bank dealt only with people earning less than 100,000 CFA francs per month.

Policies applied in Guinea for land development (agenda item 8)

(a) Introduction

51. Mr. Kourouma, representing Guinea, began by saying that in recent years the international community had been concerned with the developing countries' major problems: property, famine and rural exodus. One of the surest ways of getting out of their increasingly alarming situation was to combine human settlements planning with the planning of national socio-economic development in order to use very limited national resources effectively in meeting needs as vast as they were varied. Yet many African Governments still had only a theoretical grasp of the concept of "global and nodal planning".

52. Guinea was not above such critisism. Progress had recently been made, however, with the creation of a Ministry of Land Development. As the planning tools of this new institution were being defined and created, it was appropriate to take stock of the situation in order to avoid past mistakes.

53. It had been recognized in Guinea that human settlements planning had never been integrated with socio-economic development planning; the different sectors of human settlements had developed with no central control, and human settlements planning and development had hitherto been a spin-off from socio-economic development.

54. Since the creation of the Second Republic on 3 April 1984 it seemed that a step had been made towards a comprehensive understanding of the planning concept. A ministry-level institution had been set up to deal with land development; all existing measures that favoured the development of human settlements had been maintained measures that hindered such development had been lifted (the barriers between prefectoral districts which hampered the circulation of people and goods had been removed, and the compulsory production standards imposed on peasants had been abolished); new steps had been taken (customs charges on the most important imported building materials had been reduced by 50 per cent, private initiative in the housing sector had been encouraged; rigioons financial procedures in project management were being softened a brigade had been established to fight brush fires; and standard prices for agricultural produce had been raised), finally, a national recovery plan had been drawn up in which human settlements ranked second after agriculture.

55. In sum, Guinea was basing its hopes on the creation of the Ministry for Land Development. In years to come the new ministry should enable the country to put forward a consistent set of long-term objectives to guide the different parties involved in socio-economic and spatial development and ensure a modicum of cohesion in their activities.

(b) Discussion

56. Following this presentation, clarification was sought on the following points:

(i) Why did the city of Conakry account for only 15 per cent of the urban population when some African capitals accounted for up to 50 per cent?

(ii) In view of Guinea's past experience, which had discouraged popular participation, what steps had been taken by the new regime to secure public participation in the national recovery effort?

(iii) In terms of their general thrust, some ideas put forward under the First Republic had not been bad. Had the country's failure to act upon them being due to the methods employed?

(iv) Given the changes in development orientation since the big change-over in April 1984, what was now happening in Guinea and what results had been obtained?

57. Replying, Mr. Kourouma said that he had given a statement of fact. It was not yet possible to explain the phenomenon since no study of the matter had yet been undertaken. Under the First Republic popular enthusiasm had come up against external constraints (international preasure) and internal ones (political deception). With the fall of the old regime some enthusiasm had again been felt and the recovery plan introduced to permit the development of all economic sectors had received the assent of the general public, who could be relied on to provide effective support. Most of the ideas advanced under the old régime had been maintained, but the options were different: socialism under the First Republic and liberalism under the Second. The approaches taken to attain fixed objectives were, therefore, necessarily different. The change-over had taken place only a year before and there were no tangible results as yet, but institutional machinery had been set up to attain the country's defined objectives. Finally, he explained that human settlements development in Guinea had been a sectoral process. That was why he had not spoken of human settlements planning, rather, he had indicated the share of investment devoted to each sectoral component. What Guinea had been lacking in this area, in fact, had been integrated development of the different components of human settlements.

Land development and human settlements in Madagascar (agenda item 3)

(a) Introduction

58. The representative of Madagascar, Mr. Raveloarison, reminded the meeting of the aims and principles of land development as part of the development process. His own country's experiments with large development zones had not brought about any noteworthy improvement in the lives of the peasants and workers. Social investment had been left aside, with grave consequences for the ultimate economic value of projects. The same had been true in the industrial or urban sphere. Human settlements had been springing up spontaneously. Whether in villages or towns, no qualitative improvement had resulted directly from development projects.

59. The chief concern of the groups providing financial support for the country's efforts had been to extract maximum economic benefit from projects. In view of the circumstances, such projects had not always attained their set objectives.

60 The decentralized communities (the grass roots Fokonolana) were increasingly aware of the situation and were mobilizing to find funds and manage their human settlements. They remained very short of funds, however, and were not even managing to cope with their priority tasks (road networks and drainage). This was principally owing to the inoperative system for obtaining resources, bad planning in the management and allocation of resources, a shortage of specialists on urban matters and lack of control over the land.

61. Current urban development projects were seeking to deal with these problems in the first instance. But in view of their national importance, the establishment of a national land-management institution integrated with the planning institution was on the agenda.

(b) Discussion

62. This presentation aroused definite interest in all participants, who raised a number of questions about Madagascar's experiences, including:

- Was Madagascar facing the same threats as the countries of West Africa (population growth, desertification, food shortages and problems in rural areas) and if so, how were they being dealt with?
- Did Madagascar have problems with communications?
- Were there internal methods of mobilizing funds for human settlements?
- How had land tenure problems been dealt with?
- How were the decentralized communities tackling the creation of infrastructure?
- How was land development being integrated with economic and social development?
- What were the communes' sources of revenue?
- How had administrative and in particular technical responsibility been transferred to the decentralized communities?
- What links were there between urban growth and industrialization?

63. Replying to these questions, the representative of Madagascar said that despite the wide variety of physical conditions in Madagascar desertification was not a threat. There were, however, some very isolated areas and districts that were self-sufficient in food while others were not. Because of communication difficulties, the rich regions had done very little to stimulate development in the deprived areas, and this was the reason for the present need to import rice. It was intended that the large rice-growing areas now being developed should resolve that problem. The main road arteries were polarized along the centre of the country and were in poor condition, some being impassable at any time of year. The internal system used to mobilize funds was the recovery and recycling of investment money. No major land reform had been tried since independence. The decentralized communities were just beginning to set about the creation of infrastructure, and were doing so by raising taxes and surtaxes on the development of new areas to habitable standards. Projects were managed centrally (Ministry of Public Works). The Malagasy Ministry of the Interior and the decentralized communities were intended gradually to take over the task of planning.

National models for the integrated planning of human settlements and national socio-economic development: Tunisia (agenda item 9)

(a) Introduction

64. The representative of Tunisia, Mrs. Najet Khantouche, said in her presentation that after attaining independence Tunisia had undergone remarkable development and had seen important changes due in part to population growth, economic changes and altering life styles. These transformations had had consequences for the organization of Tunisian space.

65. The objectives and strategy of the Schéma National d'Aménagement du Territoire (National Planning Outline) (SNAT) sought in the long term the optimal development of Tunisia's full potential and the establishment of a regional balance. That implied a redistribution of public investment between the areas of concentration and the stagnating regions. The objectives sought were the following:

- integrating Tunisia's regions through the creation of infrastructure and the re-balancing of the urban network in order to equalize the benefits available;

- protecting threatened natural resources by protection measures,

- spatial orientation of economic options through encouragement and guidance;

- regional division based on the definition of the development area, the building block of SNAT and a planning framework permitting the development of a diversified internal economy, as a homogeneous whole containing at least one large town to play the role of regional metropolis;

- establishment of large urban foci with communal amenities and attractive infrastructure that could rapidly attain a dimensional threshold generating external economies and offering opportunities for cumulative development. Ten development foci had been selected, with priority going to the promotion of the regional foci in the north-west, mid-west and south-west of Tunisia through the launching of genuine special development plans,

- reinforcement of principal communications and development arteries so as to provide priority service to the development foci in the west, give structure to the urban and industrial development of the regions crossed and consider the functional regions served by the five existing port foci;

- sectoral development measures relating to farming areas, industrial plant and the environment.

66. The policy involved two scenarios:

- scenario No.1, the equilibrium scenario, supposed that each region would absorb its natural growth;

- scenario No.2, the concentration scenario, supposed that the rural population would grow by 10 per cent in all regions and that half the natural growth

of the western and southern regions would be transferred to the urban centres of the north-east and mid-east, causing the immigration of two million people over a twenty-year period.

67. Measures in implementation of SNAT involved the following six fields: establishment of new infrastructure; encouragement and co-ordination of accompanying measures (consistency of sectoral policies and monitoring); supervision of major projects; control of land occupation in order to safeguard rare resources; continuous assessment of the development of the situation by means of permanent co-ordination with activities under the economic and social plan; institutional adaptation at the central and regional levels; and finally, information and popularization, particularly by consciousness-raising among the general public.

(b) Discussion

68. Mrs. Khantouche's presentation raised a certain number of questions which can be summarized as follows:

- how had the Tunisian national development outline been drawn up; in particular, how had consultations and collaboration taken place?
- at what level was the population involved in the outline (elaboration, application)?
- how much intersection was there between administrative regions and the development regions?
- were there decentralized executing agencies?
- of the national development outline and the economic development plan, which took precedence?
- was the outline not over-ambitious, given Tunisia's economic circumstances?
- were there plans for institutional deconcentration, decentralization or regionalization?

69. In reply, Mrs. Khantouche explained that a circular had been sent to ministries asking them to nominate a representatives to an inter-departmental co-ordination committee, chaired by the Minister of Amenities and Housing, with ninety members all of whom were top-level officials in ministerial departments. Tunisia had many studies, but it had not previously had any co-ordination between the relevant services and there was a need for mediation which the process selected had filled: the study had been launched in November 1982 and the final documents had been published in June 1985. Within each province or governorate (there were 23 in Tunisia) a pilot scheme in one region had led to the establishment of the iterative method for liaison between regional outlines and the national one. The provinces had been grouped together into development regions. Eight development teams had been set up and had played a very large part in the study. Three research bureau in Tunisia (infrastructure, agriculture, urban growth) had been selected and formed a group. International tenders had resulted in the selection of a Swiss bureau which had joined the three Tunisian ones to draw up the methodology. The study had cost only 300,000 dinars (150 million CFA francs).

It comprised six regional outlines, one national outline, one summary, a national atlas and an atlas for each region. There had been intense consultations within the provinces down to the commune level. A campaign had been launched to convince the general public. The most important features were the communications arteries and the amenities. There was no conflict of precedence between land development and the economic development plan; they were closely related although their outlooks were not the same. The central Commisariat for Regional Development had used the national outline as a unitying framework and was now drawing up special development plans for the deprived regions (7th plan). The provinces were to be provided with development outlines consistent with the regional one. The study on migration had been conducted on the basis of censuses and extrapolation in the case of the concentration scenario, and of calculations based on the maintenance of existing equilibrium. The point of the strategy was to find a middle point. The communes and provinces represented decentralized territorial units. Tunisia was studying the introduction of a regionalization policy but was at the moment only in the preliminary stages.

Other matters (agenda item 10)

70. A presentation not included in the agenda was made for information purposes by Mr. Diakité Faly on town finances in the interior of the Ivory Coast.

71. The various approaches taken within this study on towns in the interior of the Ivory Coast, whether to the analysis of their financial standing or to the investments that had been made there, had suggested the idea of contracts between the Government (operating through the Ministry of Economy, Finance and Planning) and the towns concerned which, during the life of the five-year plan, would bind both to a commitment to carry out public investment.

72. The contracts would have a number of original features. Their first concern would be to encourage economic development, directly or indirectly. Urban amenities (considered "inevitable") would not be taken into consideration except where they encouraged economic development. Investment aimed at improving the urban image of the towns would be specially favoured. The contracts took community participation for granted, in particular participation by the economic elite which would make investments to match the public money. The contracts would therefore be drawn up in accordance with the aspirations of the towns concerned, and the programme would be finalized by agreement between the two parties. The signing of the contracts would be of great symbolic value as a sign of commitment. It was believed that, within this new setting, the type of procedure that resulted and tenor of the first contracts would be crucial to the success of the policy.

III. RECOMMENDATIONS

73. The Group of Experts,

Having examined carefully the present situation as regards the integration of land development and national economic and social development plans,

Convinced that such integration is vitally necessary to harmonious development and in keeping with the social, economic and cultural aspirations of African countries,

Noting with concern the growing regional disparity within African countries,

Concerned at the fact that the services responsible for human development have not often played an important role in most African countries,

Recommends the following:

1. African States must combine and make national economic and social development planning consistent with the spatial planning of their national territory, of which human settlements planning forms an integral part;

2. Spatial planning must be based on economically cohesive areas (or development regions) untrammelled by administrative divisions and lending themselves to co-ordination and international co-operation in order to bring man into better accord with his environment. Each such region must contain at least one or two major urban foci with communal amenities and attractive infrastructure which can rapidly attain a dimensional threshold generating external economies and offering opportunities for cumulative development;

3. To attain the objective of integrated development, African countries must first rely on their own forces and, above all, base their economic and special development on resources and potential available in their environment and not on requirements alone, as is often the case;

4. In view of the weaknesses now discovered in the sectoral approach and the comprehensive nature of land development, it is important to adopt an approach combining studies of the urban and rural environment, although the accent should be on the specific nature of each area;

5. International development aid institutions should take account of the developing countries' national objectives and involve national staff closely in the various study and execution phases of projects;

6. In view of the need to enhance the role and importance of rural human settlements in the framework of land development policy and economic and social development, it is important to define the concept of rural human settlements clearly and precisely using pertinent criteria which include demography, morphology and functions;

7. The establishment of spatial development plans should give rise to the formation of an inter-ministerial committee which can transcend the normal divides between different sectors and co-ordinate them at the relevant spatial level (national, regional, local). Representatives of the general public and social and professional groups should work with this committee in a consultative role;

8. To prevent undisciplined housing growth, land speculation and expensive intervention a posteriori, spontaneous settlements must be cleaned up and housing sites must be developed and created to satisfy requirements in terms of both quantity (keeping up with population growth) and quality (costs kept in line with income and designs suited to established life styles);

9. To allow local communities (regions, communes or rural communities) to take effective part in the preparation and execution of human settlements planning policy, they must be given real decision-making powers and authority over their own operations and be accountable for that responsibility to both the State and the population concerned;

10. To ensure the success of human settlements programmes, Government should take organizational steps to ensure that the people concerned are informed, participate actively and are involved in the implementation process;

11. In the preparation of national land development plans, energetic steps must be taken to avoid irreversable imbalances between areas amassing benefits and opportunities and underdeveloped areas left out of the development process;

12. To develop and integrate human settlements it is necessary to encourage productive economic activities and, in exceptional cases, the provision of amenities within the selected development foci. It is also important to establish these foci firmly within a communications framework permitting intensive commerce and offering increasing contact with the rest of the national, subregional and international economy;

13. Permanent institutional machinery needs to be set up to:

(a) Make officials aware of the problems of land development and the scope and implications of their decisions for economic and special planning;

(b) Set up and maintain a national data bank, updating the principal selected indicators regularly. The accent here will be on cartography, an essential feature of spatial planning, and the use of remote sensing and computerized methods of collecting and processing the data obtained efficiently and rapidly;

(c) To enforce the directives of the plan, either by controlling investment-related expenditure or by handling financial resources directly;

(d) To ensure that programmes for the development of local resources and the objectives of the plan remain consistent and, if necessary, revising the plan in the light of new constraints and opportunities,

14. In the sphere of training and research on human settlements, steps must be taken to accelerate the training of staff of sufficient quality and in sufficient quantity on the basis of the recommendations made during the meeting of the group of experts on regional human settlements training facilities and mechanisms (E/ECA/HUS/6/Add.1, Addis Ababa, 1-4 November 1983);

15. Given that direct employment in agriculture is the largest generator of secondary employment in Africa, and that the migration which is sustaining the urban explosion has its roots in rural underemployment, rural development strategies must not be overlooked in policies for the development of human settlements, for towns can grow harmoniously and healthily only on the basis of farming surpluses from the hinterland;

16. African States should use incentives rather than controls to direct population settlement. For example, if one wishes to limit the explosion of primary cities, it is more effective to promote the growth of carefully chosen intermediate centres, or to ensure that agricultural incomes rise, than to try explicitly to check the growth of the large cities;

17. Governments should take energetic measures for the better organization of the services responsible for land development;

18. ECA should organize periodic seminars in different countries. It is recommended that sufficient resources should be placed at ECA's disposal for this purpose;

19. Just as there are traditional, well-defined indicators in macro-economic spheres which allow national economic developments to be followed and compared, unified indicators must be drawn up and adopted by all countries to apply to the spheres of land development and human settlements. This will make it possible to monitor how the various spatial plans (national and local) progress with time, and make comparisions between towns, regions and countries.

Adoption of the report and closure of the meeting (agenda item 11)

74. The Group of Experts on Guidelines and Indicators for the Preparation of National Models for Integrated Human Settlements and National Socio-Economic Planning, having considered its draft report and recommendations, adopted them with some modifications.

75. The meeting was declared closed by the Chairman, who thanked all participants for their support and understanding during the meeting. She paid tribute to ECA for having convened and organized the meeting on a subject of capital importance. She expressed the hope that the meeting would mark the beginning of fruitful exchanges between African countries in the sphere of human settlements management.

76. The representative of the ECA Secretariat congratulated the participants on the quality of the work they had accomplished, despite the short time at their disposal. He thanked them for accepting ECA's invitation in spite of their heavy professional obligations. Conclusing, he expressed the hope that the participants' recommendations would be followed up in their respective countries.